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FOREIGN MILITARY TRAINEES IN NAVY SCHOOLS

Carol Horning Stacey

HSR-RR-67/13-Cs

September 1967

Prepared for:

Office of Naval Research

on

Contract Nonr 4346-(00)

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by

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TABLE OF CONTENTS

	Page
I. INTRODUCTION.....	1
II. THE TRAINEES AND THE TRAINING EXPERIENCE.....	5
The Trainees by Country of Origin.....	5
Characteristics of Trainees.....	6
The Training Experience.....	7
Predeparture Preparation.....	8
Reception and Acclimation.....	8
The Training Period.....	9
The Prereturn Period.....	11
Postreturn Period.....	11
III. ACHIEVING THE NONMILITARY OBJECTIVES OF THE FOREIGN MILITARY TRAINING PROGRAM: SOME PROBLEMS AND OPPORTUNITIES.....	13
Aiding the Trainees in Understanding the United States.....	13
Credibility.....	14
Misperceptions and Preconceptions.....	15
Culture Training.....	18
Motivation and Interest.....	18
Training and Guidance of U.S. Personnel.....	19
Creating or Reinforcing Favorable Attitudes Toward the United States and the American People.....	20
Increasing Trainees' Satisfaction With Their Stay in the United States.....	25
General Adjustment.....	25
Social Contacts.....	27
Career Advancement.....	27
Professional Contacts.....	28
Modifying Attitudes Toward U.S. Foreign Policy.....	28
Promoting U.S. Institutions as Models for Nation-Building.....	31
IV. FRAMEWORK FOR FURTHER ACTION AND STUDY.....	35
The Predeparture Period: Laying the Groundwork.....	35
Acclimation and Orientation in the U.S.....	38
The Training Period.....	39

The Prereturn Period.....	41
Reinforcing the Impact of U.S. Training in the Postreturn Period.....	42
BIBLIOGRAPHY.....	45
APPENDIX.....	51
DISTRIBUTION.....	57

I. INTRODUCTION

This report is one of a series describing U.S. Navy activities involving communication with foreign nationals. Earlier papers in the series¹ have dealt with U.S. Navy-foreign national contacts abroad; the present paper is concerned with the experience of foreign military trainees (FMTs) in U.S. Navy schools in the United States, experience which involves exposure not only to personnel of the U.S. Navy but to the United States itself.

The U.S. military establishment trains thousands of foreign military personnel in the United States every year. The U.S. Navy alone trains some 3,500 yearly. The training programs have been assigned an important secondary purpose: to introduce the trainees to the United States in a way that will create or increase understanding and friendly attitudes toward the United States and its people.

The importance of this nonmilitary byproduct of foreign training is expressed as follows by the Chief of Naval Operations:

It is the policy of the Department of the Navy to promote among foreign trainees and visitors, in addition to their military training or orientation in the United States, an active appreciation of American values and ideals, strong confidence in American power and purpose and an understanding of the role of the armed forces in a democratic society. Steps undertaken to give foreign trainees this perspective on America are intended to complement and strengthen the strictly military aspects of their experience while in the United States.²

What are these programs doing to achieve this secondary, "non-military" purpose? What might be done to increase chances of success? This paper is a preliminary examination of Navy's present and

¹A.T. Rambo and J.M. Hawes, Notes on Mobile Training Team (MTT) Operations Conducted by Seal Team Two (McLean, Va.: Human Sciences Research, Inc., December 1965, HSR-RN-66/1-As) (CONFIDENTIAL), and A. Jenny, Interpersonal Influence Processes in Navy Port Calls (McLean, Va.: Human Sciences Research, Inc., 1966, HSR-RR-66/4-As).

²Chief of Naval Operations, OPNAV INST 4950.1D CH-1, 14 December 1966, p. 31.

potential treatment of its foreign trainees. In the course of this limited examination, based on Navy directives and nonmilitary literature on the subject, Navy's current program is outlined; the program's stated or inferred nonmilitary objectives are discussed and some problem areas highlighted; and nonmilitary sojourn research which may bear on FMT training is cited. Finally, recommendations are presented for present actions and future research which would be necessary to fully evaluate and improve the effectiveness of the program.

The total impact of the Navy Military Assistance Program Training extends beyond the scope of this paper. Neither will consideration be given to the ultimate impact of foreign trainees' experiences on developments in their own countries, since many factors interact in determining the future policies of these states. The trainees' impressions of the United States may well be among these factors, but their relative importance is difficult to assess. The impact on FMTs of a U.S. tour, including the impact of the present Informational Program, is not known in the absence of an adequate effectiveness study. This is a matter of no small importance to those responsible for U.S. foreign policy. Further, it is a subject which is at least partially amenable to investigation.

Whether there is room for improvement of the program by closer attention to psychological factors cannot be determined from information available to us. Such a judgment requires access to training stations, their data, and the FMTs and their sponsors. Navy policy-makers might find it worthwhile to open this area to research in order to determine the truth of the conjectures and educated guesses which have been advanced here and elsewhere about their foreign training program.³

Some of the findings of this preliminary study, based on information available in Washington and on the literature but without access to naval bases or FMTs, are the following:

1. Some 3,500 FMTs are training annually in U.S. Navy schools. The importance of the nonmilitary aspects of FMTs sojourn in the U.S.

³The Navy's Foreign Training Program includes training in the schools of the U.S. Marine Corps. For convenience in this report reference is made only to Navy, but it should be understood that Marine Foreign Training is meant to be included in any generalizations.

during training has been recognized by CNO, and guiding directives have been prepared.

2. How much can be accomplished by acclimation of FMTs to U.S. values, ideals and institutions has not been established; studies of the sojourns of foreign students in the U.S. counsel caution.

3. Methods and practices of working with foreign trainees vary considerably. However, several lines of approach, consistent with the intent of OPNAVINST 4950.10 CH-1 seem worthy of emphasis on a navy wide basis:

- a. U.S. MAAGs incountry can do much to assure that the whole process of foreign naval training fully serves U.S. and Host country interests.
- b. Familiarization of foreign navies with American institutions can gain most by focussing on those institutions which the foreign navies see as related to their career advancement.
- c. Guidance materials in native languages vary in quality; some are quite uninspired.
- d. Attempts to maintain banks of goodwill toward the U.S. after the trainee has returned to his own country through personal contacts and professional literature seems well worth the effort.

4. Issues as to the roles the Navies of developing nations should play should be resolved as a basis for determining training objectives and emphasis. There may be a conflict between the use of the U.S. Navy as a model for developing nations and actual needs of developing nations best satisfied by their naval forces.

5. There is need for systematic study to better evaluate methods and procedures of exposing FMTs to the U.S. culture and effects of exposure in all steps of their training experience and after their return home.

II. THE TRAINEES AND THE TRAINING EXPERIENCE

The Trainees by Country of Origin⁴

Discussions of the potential influence of foreign military training often picture assistance as a form of aid to underdeveloped countries. The approximations below indicate the varied cultural backgrounds of trainees and the relatively high level of development found in most of the trainees' countries of origin.

The number of countries which may receive military assistance is limited to 40 in a year; the approximate figures below indicate the composition of a typical foreign student body in Navy schools during the course of 1967.

Latin America	35%
Far East	25%
Africa	3%

(cont'd)

⁴The material in this section is based on the information made available to HSR by the Foreign Naval Training Branch (OPNAV 632) of the Foreign Military Assistance Division (OPNAV 63) of the Deputy Chief of Naval Operations (Plans and Policy [OP 06]), and the instructions and guidance material cited in the bibliography, the data behind the rough percentage figures used herein, and a fund of pertinent anecdotal information. Congressional testimony and other public documents, journal literature on foreign training, and the literature on the Military Assistance Program (MAP) also contributed to this section.

Security restrictions and the unavailability of relevant statistical information preclude correlation of such factors as numbers of trainees, their home countries, and their purposes in the United States, or such factors as the backgrounds of the trainees and post-training performance. Also limiting this description is the absence of formal studies of the program of the Navy -- or those of the other Forces. Some insights may be found in a paper by LCDR Armando Canalejo, Jr., the instructor of a group of foreign officers at the United States Navy Supply Corps School in Athens, Georgia ("Foreign Naval Officers at the United States Navy Supply Corps School in Athens, Georgia," unpublished M.A. paper, Navy Management School, U.S. Naval Postgraduate School, May, 1962, AD 481 396), and a general paper on foreign training by the Department of Defense by another instructor, Ernst M. Sinauer ("Training of Foreign Nationals in the United States by the Department of Defense: The Role of Communications," August 1964, mimeographed). Both of these papers are limited in scope and somewhat dated.

Western Europe (except the U.K.)	9%
Canada, Australia, New Zealand and the United Kingdom	15%
Near East and South Asia (in- cluding Greece and Turkey)	13%

Because the total number of trainees in a year is small (about 3,500 in the U.S. and perhaps another 1,000 in third countries or on U.S. ships) the training of a single ship's crew may easily account for 10% of the total number. Therefore, percentages for the Far East and Latin America, for instance, can be reversed from one year to the next. Using 1967 as an indication, about 75% of the trainees come from countries with major cultural differences from the U.S., and only about 15% are native speakers of English.

Most Navy FMT's come from countries which are not totally without political experience, nor are their countries culturally backward. While only 25% of the trainees come from "developed countries,"⁵ 55% come from countries claiming 75% literacy or better, and only 5% come from countries where the literacy rate is below average for the less developed world (35% literate is average). Only 10% of the trainees come from countries which were colonies or protectorates of Western states on the eve of World War II. Thus, most trainees come from developing nations; many of these nations have a long way to go to achieve political stability and basic economic necessities for their citizens.

Characteristics of Trainees

Trainees are selected by their home governments, although in some cases the advice of the MAAGs (Military Assistance Advisory Groups) may be decisive. Nations receiving assistance are encouraged to send career navy men, for whom training means advancement. Except for those

⁵The classifications "developed" and "less developed", as well as the statistics used in this section, are taken from Table No. 7 in Agency for International Development and Department of Defense, Proposed Mutual Defense and Development Programs FY 1966 (Washington, D.C.: Government Printing Office, 1965), pp. 239-43. The developed nations, according to this table, are the countries of Western Europe, Australia, Canada, Japan, the U.S., and presumably New Zealand.

taught in groups (ships' crews, primarily), trainees are required to know English. This requirement means that most trainees (except those from the Commonwealth) are bilingual, a factor associated with comparatively more education or experience and perhaps a prior favorable orientation toward the culture and values of the English-speaking world. However, it is reported that a number of trainees have trouble with the English language.

Because of the nature of the training, about half of the FMTs are officers, and almost all of those registering in lengthier courses are officers. Thus servicemen who may be presumed to be most influential in their own countries receive the greatest exposure to the U.S.

Trainees are not encouraged to bring their dependents to the U.S., although they may do so at their own expense. An exception is made for those attending lengthy courses. While the presence of his family may shield the trainee from the full impact of U.S. culture, their experiences may open his eyes to aspects of U.S. culture he might not otherwise notice. Most planners of exchange programs recommend transporting the whole family with the trainee whenever a lengthy stay is planned.⁶

The Training Experience⁷

The division of the training experience by time period -- (1) pre-departure, (2) reception and acclimation, (3) training, (4) prereturn, and (5) postreturn -- is often used in discussions of civilian programs and it is also reflected in Navy instructions.

⁶The experience of the foreign midshipmen at the U.S. Naval Academy is not considered in this report. They number no more than 24 at any one time, 20 from the American Republics and 4 from the Republic of the Philippines.

⁷This description of the training experience is based on instructions, guidance material, other information volunteered by the Naval Foreign Training Branch, and several secondary sources. No study of how these procedures are carried out was conducted in connection with this report.

1. Predeparture Preparation

Before leaving his home country, the trainee is briefed by the Chief of the Naval Section of the MAAG concerning the conditions of the tour, travel arrangements, living allowances and "information about the U.S. in general,"⁸ and is given the briefing information in written form as well. The latter material may contain additional information on such things as local traffic regulations, social formalities, and the availability of various facilities. In addition, "indoctrinational literature" about the U.S. in the FMT's own language is available from some U.S. Embassies, which may also provide slides and movies.

2. Reception and Acclimation

To ease the trainees's entry into the U.S., he is to be met at the port of debarkation by a representative of the district commandant, who is to arrange for processing and onward routing.⁹ Many trainees are sent to special classes in the English language before they are sent to their principal training activity (the Navy uses the training facilities of Lackland Air Force Base for this purpose).

Each post is charged with sending personnel -- of equal rank, if possible -- to greet the foreign trainee.¹⁰ Also, CNO has attached great importance to assigning to each trainee a military and a civilian sponsor, who are to acquaint him with the locality and to maintain contact with him throughout his stay. These sponsors in effect may act as counsellors to the trainee as he attempts to adjust to the new environment, may interpret the U.S. and the locality to him, and will arrange for him to have the experience of being a guest in an American home. Home hospitality is regarded as especially important by Navy program planners and by civilian administrators of exchange programs.

The local post is to provide "welcome aboard briefings," a tour of the local community, extra language training in technical terminology if needed, presentations of specific Information Program topics (see

⁸OPNAVINST 4950.1D, op. cit., p. 12.

⁹Ibid., p. 18.

¹⁰Ibid., p. 32.

below), and aid to accompanying dependents in finding living accommodations and adjusting to the new environment.¹¹

3. The Training Period

There is a great deal of variation in the experiences of trainees during the training period.

Duration of Courses. Most courses are quite short. About one-third attend courses of twelve weeks or less. Less than 10% of the trainees -- e.g., those in flight training, medical training, the course for senior foreign officers at the Navy War College, and courses at the Navy Postgraduate School in Monterey -- are likely to stay in the U.S. for more than six months. About one-fifth of the trainees attend more than one course, but this probably does not appreciably increase the percentage of longer term visitors.¹²

Exposure to the U.S. FMTs are widely distributed among Navy schools and hence widely distributed over the U.S. Almost all are trained in U.S. military establishments; training in civilian educational institutions is arranged only in exceptional cases. Most foreign trainees attend class with American trainees, but significant numbers -- those on ships' crews or in courses for foreign officers -- do not have U.S. classmates. A trainee in a course of foreign officers will often be the only representative of his country in a class, however.

Language Ability. Except for large groups, trainees are required to have a working knowledge of English, but many have difficulty with

¹¹Ibid., p. 32a

¹²The rough estimates in this paragraph are based on the figures in U.S. House of Representatives, Subcommittee on International Organizations and Movements of the Committee on Foreign Affairs, Hearings, Winning the Cold War: The U.S. Ideological Offensive, 88th Congress, 1st and 2nd Sess. (Washington, D.C.: Government Printing Office, 1965), pp. 1040-41 (hereafter, this volume is referred to as Winning the Cold War); and The President's Committee to Study the United States Military Assistance Program (Draper Committee), Conclusions Concerning the Mutual Security Program, House Document, No. 215, (Washington, D.C.; Government Printing Office, 1959), II, 348, Table X.

the language. This difficulty probably hampers their interaction with Americans socially as well as in training classes, and therefore we can assume that better speakers of English receive a greater exposure to the U.S.

While differing training conditions and language ability make the American experience of trainees quite varied, Navy instructions call for measures which introduce some common denominators.

Social Experiences. Activities of the People-to-People program continue at many posts and serve to acquaint trainees with local civilians. The sponsor program, even more, acquaints trainees with American home life and provides a basis for social life. There are also social activities in support of the Information Program.

The Information Program. The Information Program was established by order of the Secretary of Defense for all Foreign Trainees in a Memorandum of 13 September 1963 in response to expressions by many parties that the U.S. was not presenting the American culture to best advantage to some 17,000 foreign military men every year.¹³ Current instructions on the Informational Objectives Tours are quoted in the Appendix to this paper; since the Information Program is the core of a program for introducing FMTs to the U.S., it will be the focus of much of this report.

The Information Program is provided with limited funds (about \$200,000 per annum), and instructions call for exposing FMTs to as many of the following as possible:

- U.S. Government Institutions
- The Judicial System
- The Opposition
- Political Parties
- The Press
- The Diversity of American Life
- U.S. Minority Problems
- Agriculture
- Economy
- Labor and Labor-Management Relations
- Education
- Public and Social Welfare

¹³See The President's Committee to Study the United States Military Assistance Program, op. cit., pp. 158-59.

Each post training foreign navy men is charged with providing briefings and tours on as many of these topics as practicable. Visitors' attendance is voluntary. In addition, foreign officers are brought to Washington for a CNO-arranged tour of the city and introduction to officials of the national government. This trip may include two days in New York and a visit to Annapolis.

The Information Program is designed primarily for officers, but enlisted men are included where feasible in local tours, and their dependents are included where no costs will be charged to the U.S. government.

4. The Prereturn Period

Upon finishing a course, the FMT receives an appropriate graduation certificate or diploma and may be entertained at a farewell social event. Leave with living allowance, payable in advance, may be arranged for up to fifteen days for travel between the training duty station and port of embarkation. This time may be used for independent tourism.

5. Postreturn Period

Follow-up procedures are not standardized. One training program at Quantico provides a year's free subscription to the Marine Corps Gazette, and some schools have alumni programs which maintain contacts with former trainees. The MAAGs are to keep in touch with former trainees to attempt to assist them in finding positions which will properly utilize their training.¹⁴

¹⁴Harold A. Hovey, United States Military Assistance: A Study of Policies and Practices (New York: Frederick A. Praeger, 1965), p. 174; and Amos A. Jordan, Jr., Foreign Aid and the Defense of Southeast Asia (New York: Frederick A. Praeger, 1962), p. 59.

III. ACHIEVING THE NONMILITARY OBJECTIVES OF THE FOREIGN MILITARY TRAINING PROGRAM: SOME PROBLEMS AND OPPORTUNITIES

This section examines present and proposed objectives of training in terms of the program's overall purpose, and in terms of what may be reasonable to expect based on evidence from sojourn research, which is not always directly pertinent, but which can provide clues. This report will consider objectives formally endorsed as policy by the Navy, those addressed by other organizations, and those discussed in the literature on exchange. Research findings bearing on the feasibility of attaining various objectives are noted.

Objectives for any phase of the program must be both appropriate to the background of the military trainees and consistent with the interests of the United States. Further, to encourage consistent implementation, objectives should be unambiguous. Many objectives discussed in the literature do not meet this requirement.

Five general nonmilitary objectives have been selected for consideration here:

1. Aiding the trainees in understanding the United States;
2. Developing favorable attitudes toward the United States and its people;
3. Satisfying the trainee with his training tour;
4. Increasing knowledge and understanding of U.S. foreign policy; and
5. Presenting U.S. institutions as models for nation-building.

1. Aiding the Trainees in Understanding the United States

Many exchange programs, including the Navy's Foreign Military Training Program, have had as a goal "to further the visitor's understanding of the United States,"¹⁵ understanding which (1) will aid

¹⁵The language used in statements on the purpose of the Information Program suggests this definition. Consider, "to provide trainees

clear and unambiguous communication in future dealings with those trainees who are or will become decision makers in their own countries, and (2) will counter Communist and other anti-American propaganda prejudices which may exist.

Some essential elements in encouraging understanding are (1) making the presented information credible, (2) allaying misperceptions, and (3) insuring that the information is relevant and interesting to the trainees. Additional aids to encouraging understanding can be found in the areas of (4) culture training, (5) motivation, and (6) training and guidance of U.S. personnel.

Credibility

Credibility of communication during the trainee's stay, especially during the information tours, may be a major problem. The program stresses observation, but officers brief trainees before tours and answer questions during them, and civilian experts provide explanations as appropriate at various sites. Lectures are indeed the most direct approach to informing visitors about the U.S. -- they can rapidly cover material which can be presented only superficially via observation and only slowly through participation. But the research of Erling O. Schild suggests that a visitor tends not to trust host statements about the host country, especially if the communication seems calculated to impress him in some way.¹⁶ Schild's subjects, American Jewish students in Israel, trusted their fellow nationals and other foreigners more than nationals of Israel; even though they were particularly sympathetic to their host country, they suspected the Israelis of trying to

Footnote 15 (continued) with a better understanding of the American way of life", U.S. Air Force, Evaluation Division of the Directorate of Military Assistance, Deputy Chief of Staff, S&L, Information and Guidance on Military Assistance, 10th ed. (Headquarters, USAF: 1966), p. 37; "(to deepen the trainees') understanding and appreciation of the fundamental basis of our society," Chief of Naval Operations OPNAV INST 4950.31, 8 March 1965, p. 1; and "a balanced understanding...of U.S. society, institutions and ideals," Department of Defense directive of 13 September 1963, in Winning the Cold War, op. cit., p. 1032. See also the remarks of Frank F. Sloan in Winning the Cold War, op. cit., p. 1022.

¹⁶Erling O. Schild, "The Foreign Student, as Stranger, Learning the Norms of the Host Culture," The Journal of Social Issues, XVIII, 1 (January 1962) 49-51.

propagandize them. Whether this conclusion would apply to FMTs being trained in the U.S. is unknown. Since credibility is quite important, this is a point worth examining. Some have suggested that we solicit the aid of neutral sources of information or other sources particularly trusted by the trainees. This suggestion does raise an interesting question as to whether there should be a dichotomy in approach between classroom training (especially training aboard ship, where command/control is prerequisite) and exposure of FMTs to American culture.

Misperceptions and Preconceptions

Bryant M. Wedge's research with guests of the State Department suggests the preconceptions and misperceptions of knowledgeable visitors about the U.S., as reported by escort interpreters, "represent a climate of opinion which clearly impairs objectives of American policy and American diplomacy."¹⁷ Visitors on observation tours saw factors at work in the U.S. system which probably do not exist or are insignificant, and missed other messages which the State Department had thought inherent in the tours. No one seriously doubts that foreigners in the U.S. discover some of their preconceptions to be erroneous -- a wealth of anecdotal evidence testifies to this -- but first-hand observation does not seem adequate to correct some other preconceptions. Rather, the visitor may select from among the things he sees and hears for evidence that confirms his preconceptions.

Efforts to help the trainee understand the U.S. are probably complicated by this tendency. The Navy's Information Program does not stress dispelling misconceptions, although a few common misunderstandings are noted in CNO Instructions; generally, it is up to the trainee's sponsor or tour guide to spot and handle misperceptions as they arise. Given the present state of our knowledge of perception and attitude change in cross-cultural situations, this informal approach is a reasonable one.

¹⁷ Bryant M. Wedge, Problems and Processes in Cross-Cultural Communication. Prepared for the United States Information Agency at the request of the Special Projects Division, Research and Reference Service (Contract IA18599), (Princeton: Institute for International Social Research, 1963 (?)), p. 66.

Nonetheless, the provision of cross-cultural orientation materials and literature on comparative politics and economics for the trainees, and special briefing materials, if not cross-cultural training, for the Information Officers, might avert a large number of misperceptions. Commentators agree that such materials must be prepared differently for people from different backgrounds.

For instance, a misunderstanding of the American economy among visitors from less developed countries, but not among visitors from, say, Germany

...rests upon a misunderstanding of the role of private capital in American life. While this understanding springs in part from the influence of Marxist models, it depends even more profoundly on assumptions about the behavior of "capitalists" derived from local experience with moneyed classes... (evoking) associations of unrestricted rapacity, of tax evasion, luxury loving irresponsibility, of exploitativeness, extractiveness and anarchic competition.¹⁸

A number of factors reinforce this misperception, among them the words in which Americans explain their system -- such terms as "competition" and "individualism" have negative overtones to many foreigners.

If a visitor is sensitive about the status of his own country, he may defend himself by accentuating the weaknesses of the U.S.¹⁹ Even if a visitor's faith in his preconceptions is shaken by experience, he may resist positive information in order to be consistent with the views of his countrymen at home. There is evidence, however, that negative views expressed while the visitor is in the U.S. may not represent the impressions he will pass on to his countrymen when he returns home. In fact, traditional anti-Americanism appears to be mitigated even by the anticipation of a visit to the U.S.²⁰

¹⁸Ibid., p. 39.

¹⁹Herbert C. Kelman, "Changing Attitudes Through International Activities," The Journal of Social Issues, XVIII, 1 (January 1962), 74.

²⁰Ralph L. Beals and Norman D. Humphrey, No Frontier to Learning: The Mexican Student in the United States (Minneapolis, Minn.: The University of Minnesota Press, 1957) p. 50. There is also some evidence that cross cultural contacts erode nationality stereotypes, at least under some conditions. See Ake Bjerstedt, "Informational and Non-Informational Determinants of Nationality Stereotypes," The Journal of Social Issues, XVIII, 1 (January 1962), 24-29.

Policy-makers may be greatly interested in finding ways of dispelling misperceptions and correcting trainees' erroneous preconceptions, since new information is known to have some effect on attitude change. But it is difficult to venture into concerted attacks on misperceptions by arranging experiences when so little is known about the trainees' cultural background or the concepts of the U.S. that any particular national or ethnic group of trainees brings with it. The most valid guidance in this area would come from comparative studies made before and after sojourns. In the absence of such research, the following considerations are offered.

Since on-post escort officers and Information Officers are hardly in a position to become expert on the preconceptions of visitors from many backgrounds, and since their official status may make them less than totally credible to visitors, the most likely place for correcting erroneous preconceptions is the trainee's own country. Americans at foreign posts are in a better position to become knowledgeable about the specific local misconceptions of the U.S. and, also, returned trainees may be available to brief trainees.²¹ Assuming that at least under certain conditions, credibility of Americans may be suspect, information from returnees may be more credible. Further, the returnee may be more sensitive to the disturbing experiences the trainee will encounter in the U.S. The trainees' home countries might prefer themselves to conduct short orientation courses in U.S. institutions, values, political assumptions, decision-making processes, etc.

Research is in order to determine which misconceptions are or may be common among which foreign groups, how specific kinds of information may be misread by specific groups, and which other kinds of information will help clarify misunderstandings. If, then, we take as a goal the correction of mistaken ideas about U.S. values, economic-political

²¹The use of successful returnees to orient those about to leave was recommended by a special conference advising AID on its Participant Training Program. Social Science Perspectives on Training for Development: Report and Recommendations of a Workshop and Conference on Non-Technical Aspects of the AID Participant Training Program (Washington, D.C.: Bureau of Social Science Research, Inc., March and October 1965), pp. 47-49 (BSSR#513).

system, and customs, the following is to be recommended: MAAGs should be responsible for helping to initiate locally appropriate "short courses" on the U.S. highlighting the preconceptions commonly held by the people in the trainee's home country, and where possible the aid of returnees and the home country government should be solicited for planning and executing such a program.

Culture Training

For the trainee who will be in the U.S. for some time or who will be expected to deal at length with Americans -- in joint operations or as a military attache, etc. -- a more elaborate program of training may be in order. HSR has recently completed a study of research and experience related to the problem of how an individual can be prepared for extensive participation in a foreign society.²² Various kinds of training, involving exercises in role playing in simulated situations for the preparation of Americans being sent abroad, have attracted the attention of organizations engaged in cross-cultural exchange. There may be a role for visiting foreign officers in such training programs. The advantages to the U.S. of preparing visiting trainees as well as possible for their American tour include:

1. Familiarity with U.S. ways may reduce the trainee's need for attention from escorts and sponsors.
2. It may enable him to avoid misunderstanding in social situations.
3. It might make him particularly useful as an intermediary in U.S. training of his fellow countrymen.
4. Increased understanding of American values may make him more effective in joint operations.

Motivation and Interest

Another problem may be lack of interest on the part of the trainees. Most FMTs are professionally concerned with military technology, tactics and strategy; all are supposed to be career navy men. What interest

²²J. Daniel Loubert, The Trans-Cultural Research and Training Institute (McLean, Va.: Human Sciences Research, Inc., 1967).

would they have in studying about the United States? The experience of a State Department program is relevant. Herbert Kelman, in a study of a Foreign Specialists Seminar for Communications Specialists, noted that a special series of academic seminars in American studies was considered more satisfactory by participants when the seminars fit in closely with their professional needs. Those who conducted the seminars did not succeed in making them equally relevant to participants from different countries, leaving those from non-Western countries less satisfied.²³ If this experience is any indication, it would appear desirable that the comprehensive exposure to American institutions described in present doctrine be adapted more to the trainees' interests and career expectations. Existing or proposed methods for accomplishing this are a subject worthy of investigation.

Training and Guidance of U.S. Personnel

MAAG personnel receive some training in cross-cultural skills at the Military Assistance Institute. Their primary interests, however, are often in military tactics or technology, which may limit their interest in and ability to conduct predeparture orientation of trainees or follow-up studies to evaluate the nonmilitary impact of training. Additional emphasis here might be warranted in training MAAG personnel, especially those going to countries that send large numbers of trainees to the U.S. Literature about the U.S. oriented to particular foreign groups might supplement the efforts of the MAAGs, and outside assistance might be solicited for follow-up studies.

The training of Information Officers and other personnel who deal with trainees in the U.S. is more of a problem. Few of these people are engaged full time in dealing with foreign trainees. It is not usual to provide any special preparation for these duties beyond briefings, instructions, and advice from immediate predecessors.

The usefulness of guidance materials prepared by the U.S. Armed Forces Institute and other groups is worthy of investigation. A cursory

²³Herbert C. Kelman, "The Reactions of Participants in a Foreign Specialists Seminar to Their American Experience," The Journal of Social Issues, XIX, 3 (July 1963), 80-81.

glance at some of these materials suggests a stereotyped American institutional approach. It is easy, for example, to assume that -- simply because foreign nationals can read English -- terms such as "individualism," "compromise," and "conservatism" have the same connotations to them as they do to us. Many of the materials prepared for instruction of foreign nationals do not appear to have been screened for their suitability for communication with other cultures. Establishment of country-specific objectives should also help. Such objectives, established in cooperation with their home country and the U.S. State Department, would enable the authors of guidance materials to be more precise in their explanations and suggestions.

2. Creating or Reinforcing Favorable Attitudes Toward the United States and the American People

This goal has been officially phrased, "to create friendship and goodwill toward the United States."²⁴ According to analyst Morris Janowitz, MAP contacts with foreign military men are intended to "help develop pro-American loyalties among officers of new nations."²⁵

Favorableness, however, is difficult to measure. Margaret Cormack, summarizing research on "pro-U.S." and "favorable" attitude changes, said that research aims and methodology generally were too gross to provide adequate evaluations.²⁶ In AID-sponsored study by Carl Hereford indicated that "the direct creation of favorable attitudes toward the U.S. is not a feasible goal for the AID Participant Training Program," and suggested that creating satisfaction, rather than attitude change toward the U.S., be the goal of the program.²⁷

²⁴From "Questions Submitted by the Subcommittee on International Organizations and Movements and Responses Furnished by the Department of Defense," in Winning the Cold War, op. cit., p. 1024.

²⁵Morris Janowitz, The Military in the Political Development of New Nations: An Essay in Comparative Analysis (Chicago: The University of Chicago Press, 1964), p. 96.

²⁶Margaret L. Cormack, "An Evaluation of Research on Educational Exchange," Report prepared for Bureau of Educational and Cultural Affairs, U.S. Dept. of State, 1962 (Brooklyn, N.Y.: Brooklyn College, 1962), p. 14.

²⁷Carl Hereford, "Attitude Changes Toward the United States of AID Participant Trainees," p. 4, as quoted in Bureau of Social Sciences Research, op. cit., p. 9.

In sum, while anecdotal evidence suggests that training in the U.S. can and sometimes does stimulate pro-American attitudes among the trainees, systematic studies generally fail to show a marked change for groups of trainees.

A number of findings have emerged indicating that attitudes toward the U.S. involve reactions to complex impressions.

- (1) Exposure to a foreign culture does not necessarily make one favorable to it.²⁸
- (2) Increased contacts with Americans do not necessarily make visitors like the U.S. any better, and visitors can separate their feelings for Americans from their feelings toward the U.S. to quite an extent.²⁹
- (3) Visitors tend to admire characteristics of the U.S. which are shared by their home countries, if they like them in their home countries. Students from the developing countries have been just as likely as Europeans to see behavior and values in the U.S. as similar to those in their own countries.³⁰
- (4) Regardless of how democratic (variously interpreted) the home country is, the students admire democratic characteristics of the U.S. When the U.S. is perceived as less democratic in some respect than the home country, favorableness does not result.
- (5) Visitors may like and dislike two aspects of the same characteristic. For instance, visitors may approve of the comparative freedom of American life, while criticizing the loose family relations that constitute some of that freedom.³¹

²⁸Coelho, George V., "Introduction," The Journal of Social Issues, XVIII, 1 (January 1962), p. 5.

²⁹Morris, Richard T. The Two-Way Mirror: National Status in Foreign Students' Adjustment (Minneapolis, Minn: The University of Minnesota Press, 1960).

³⁰Ibid.

³¹Ibid., p. 125.

- (6) Attitudes expressed during the sojourn are not necessarily representative of long-lasting attitudes. There is reason to believe that those who appear to be the most hostile to the U.S. during a sojourn are precisely the people who in the long run experience the most fundamental attitude change and show the most positive responses.³²

In short, available evidence is insufficient to provide much guidance as to what actions we might take to attain the objective of creating friendship and goodwill toward the United States. The problem may be one of lack of rigor in methodology; regardless, no extravagant claims of success are in order.

One area relevant to encouraging, if not creating, favorable attitudes concerns awareness of status considerations. Researchers have cautioned that visitors are status conscious, and that this can affect their feelings toward the U.S. Morris found a high correlation between favorableness toward the U.S. (as measured in attitudes toward a number of characteristics) and the status which the visitors perceived their country as having in U.S. eyes. It was believed that a visitor undergoes "status shock on encountering a new set of cultural norms,"³³ and in a cross-cultural situation he tends to identify with his national origins in an extreme way. "Status gain" is defined as discovering that Americans accord one's own country more status than anticipated. "Status loss" is the reverse. He found that those who were less "involved" in their own countries were not much affected, but those who were involved, as most trainees can be expected to be, were very much affected. Those from underdeveloped countries who thought of their own nations as having low status reacted favorably toward the United States in connection with status gain, but were little affected by status loss. Those from developed countries reacted particularly negatively to status loss but were less affected by status gain. Thus the attitudes of Americans

³²Cormack, op. cit., p. 63.

³³Morris, Ibid., p. 4ff.

toward the visitors' countries appear to play an important part in fostering favorable attitudes; however, these effects may not be long-lasting.

The courtesies called for in various CNO instructions and the honor of being guests of the U.S. government for a tour of Washington, not to mention meeting highly placed U.S. officials, may have the effect of letting the trainees know that the U.S. considers their countries -- and them as its representatives -- to be important. Hospitality programs should have similar effects.

But Herbert Kelman, in advising program planners, stresses that this is no easy matter. In reference to exchange programs' seminars, he says:

- a. It is possible for the professional staff of an exchange program to define the role of the participant in such a way that it would lower his status, for example, if he personally is treated as a student or as a representative from a backward country...
- b. There are also various ways in which the administrative staff...can inadvertently contribute to experiences of status deprivation...when a participant does not receive individualized treatment -- when arrangements for him are made entirely in the context of arrangement for the group as a whole -- he may feel that he has not been accorded the attention that his status warrants.
- c. ...in their social and professional contacts...participants may experience status deprivations, if they are ignored, or if they are treated in a patronizing way...
- d. Finally, status deprivation can be experienced in the course of contacts with officials and service personnel... participants may be subjected to bureaucratic indignities or racial prejudice.³⁴

These possibilities might be counteracted both by instructions to officers in charge and base sponsors as to what to look for and also by making trainees aware, both in their predeparture and acclimation week orientation, of the subtleties of U.S. culture. AID found that warnings of the nature of U.S. race relations, for instance, have a way of immunizing visitors from Africa against real or imagined discrimination.

³⁴Kelman (1963), op. cit., pp. 113-114.

In terms of creating friendship toward United States people, friendships established in the U.S. can provide informal channels of rapid communication which might prove useful in a variety of situations, both present and future. There is a wealth of anecdotal evidence that lasting friendships among trainees and U.S. military men are formed during training sojourns in the U.S. But no study of these ties has come to our attention, though civilian subjects with professional interests have been studied. The Gullahorns reported that in some cases a whole network of professional relationships across cultures resulted from a single scholar's award experience.³⁵ Similar results might be expected of some Navy training sojourns. Also, while some friendships formed during training may not be renewed by later contacts, the experience of such cross-national friendships might increase the likelihood that the men involved would more easily form similar friendships when engaged in joint military operations in the future.

We of course cannot predict when a given foreign contact could be most useful to accomplishment of U.S. policy objectives. We do know of many instances in the past wherein friendships between U.S. Naval personnel and foreigners in key positions -- as in the classic case of Admiral Stark and the King of England --³⁶ have been crucial to our own interests. Thus, while we cannot know for sure that maintaining friendly personal relations with any particular foreign contact will later prove of value, it is almost certain that many of the 3,500 who train with the U.S. Navy annually -- especially officers -- will in the future in their own country be dealing with problems that will positively or negatively affect U.S. foreign policy. A system of maintaining contact with such men -- of maintaining a favorable bank of goodwill -- may well be worth the cost.

³⁵ John T. Gullahorn and Jeanne E. Gullahorn, "An Extension of the U-Curve Hypotheses," The Journal of Social Issues, XIX, 3 (July, 1963), p. 43.

³⁶ An interesting account of the unpredictable good that can come from foreign naval contacts is the story of the floating of caissons to be used for the invasion of the Normandy Coast at Mulberry Harbor in 1944. Large hollow concrete caissons were constructed at the English harbor of Selsey Bill; the valves were opened and they were partially sunk and stored in the harbor awaiting the channel crossing. Americans found that English provisions to pump out and raise the caissons -- a time-consuming process -- were entirely inadequate and attempted through

3. Increasing Trainees' Satisfaction With Their Stay in the United States

There is considerable evidence that trainees' satisfaction with their tours is to the advantage of the U.S. Short-term satisfaction, in terms of general adjustment and social relations, frequently appears to be correlated with a friendly attitude toward the U.S. and its people; and long-term satisfaction, in terms of career advantages, is thought to correlate with pro-American feelings for years after the sojourn. (Beals and Humphrey suggest that a former student may not always attribute his success to a stay in the U.S., but the U.S. will be blamed if he fails.)

This objective is considered in four parts:

Increasing the trainees' general adjustment to his environment in the U.S.

Providing an opportunity for trainees to make social contacts with Americans.

Insuring that the trainees' experience in the United States is designed to further their careers.

Providing an opportunity for trainees to extend their professional contacts with American colleagues and with professional organizations.

General Adjustment

For most trainees, who are in the U.S. for only a few weeks, general adjustment may amount to nothing more than not being frustrated.³⁷

Footnote 36 (continued) channels to bring this to the attention of the English higher authorities. When channels failed, Admiral Stark, commanding the U.S. Naval Forces in Europe, as a last resort brought this matter to the attention of the King of England. He could do this because he and the then King of England, George VI, had become friends when they had been shipmates on a British battleship in World War I. The King asked Prime Minister Churchill to look into the matter; Churchill visited Selsey Bill with the English salvage expert, and the caissons were floated barely in time to tow them across the channel to support the invasion. See Edward Ellsberg, The Far Shore (New York: Popular Library, 1961).

³⁷Morris, op. cit., p. 105.

Navy policy already calls for easing the trainees' adjustment to the U.S. and taking time to deal with each individual's problems. Present orientation and acclimation programs seem consistent with this objective, although we did not see these implemented, nor do we have information as to their effectiveness. FMTs on lengthier tours may require special treatment; they may or may not suffer from "culture fatigue" or "culture shock." Most studies support the thesis that visitors go through a series of attitudinal and adjustment changes in the course of their visit. For example, most seem to undergo a period of initial panic and homesickness, and, after about six to ten months abroad, a second period of depression which is a sort of mild paranoia. The term "culture shock" has been applied to both periods by various researchers, but George M. Guthrie, from his work with Peace Corps Volunteers, prefers the term "culture fatigue" for the latter and notes that it is not too different from battle fatigue.³⁸

On the one hand, FMTs may not be vulnerable to this feeling of disaffection with the environment, since most are senior officers -- task oriented, mature, probably well traveled; on the other hand, they are not likely to make a feeling of disaffection obvious. If the latter is the case, those whose courses last six months to a year are leaving the U.S. at a time when they feel particularly negative toward the United States.

AID advisors suggest that trainees be warned about culture shock in order to lessen its impact. However, Guthrie suspects that warnings about culture fatigue may have little impact, except in enabling visitors to cope with this period of depression when it strikes their companions. Peace Corps provides a supplementary training break to coincide with this period of depression.

³⁸George M. Guthrie, "Preparing Americans for Participation in Another Culture," Paper prepared for the Peace Corps-National Institute of Mental Health Conference, "Peace Corps and Behavioral Sciences," Washington, D.C., March 4-5, 1963. (Mimeographed.) For a discussion of culture fatigue see pp. 14-16. See also Bureau of Social Science Research, op. cit., pp. 33-34.

Social Contacts

Research indicates that the quality, rather than the volume, of social contact may influence attitudes of visitors.³⁹ For instance, visitors usually react favorably to being guests in American homes. This is partly because they are accustomed to home hospitality being reserved for special friends and don't realize how common it is in the U.S., and partly because it satisfies their curiosity about how Americans live. Sometimes, when visitors realize how casually Americans entertain in the home and that their welcome is not unusual, they criticize Americans for the shallowness of their friendliness. A warning to trainees that home hospitality is fairly common might mitigate this boomerang effect. It should be noted, of course, that some naval and civilian sponsors entertain trainees with a degree of care and warmth considerably beyond ordinary politeness. The net effect of the Navy's hospitality programs could be ascertained by interviews with the trainees.⁴⁰

Career Advancement

A training experience which is geared to further a trainee's career creates a sense of satisfaction with his sojourn in the U.S. Either over-training or under-training may be a source of dissatisfaction, and where training is not designed to help the trainee cope with his particular professional problems and to further his career, he may feel a certain resentment -- which Canalejo noted in his study of the supply course for foreign officers in Athens. In addition, a school can award degrees and certificates, as Navy schools now do. A key role is probably played by the MAAGs, who have some influence in selecting officers for particular training courses and who may use their role as advisors to encourage the trainee's home military to utilize his talents and new skills to best advantage. Investigation of these and other MAAG roles in connection with foreign trainees appears invited.⁴¹

³⁹ Ibid., p. 76.

⁴⁰ Questioning a small group of visiting trainees, Canalejo (op. cit., pp. 75-80) concluded that trainees found some social situations awkward and were suspicious of the sincerity of the U.S. officers who acted as hosts to them.

⁴¹ AID's Participant Training Program was examined from this perspective and a number of areas for improvement were discovered. Furthermore,

Professional Contacts

The Gullahorns found a significant positive relationship between the number of professional contacts a grantee reported having abroad and his own degree of satisfaction with his grant experience.⁴² Navy practice varies, although trainees are bound to encounter some persons of similar interests in their classes.

Some posts make considerable effort to keep in touch with trainees through professional literature. Greater attention to maintaining communication lines may be called for, especially since such contacts not only serve to increase the trainee's satisfaction with his stay in the U.S. but may be central to the next objective.

4. Increasing Knowledge of U.S. Foreign Policy

The literature on attitude change suggests that reversal of attitude is difficult, but modification of attitude is quite common. Attitudes toward the U.S. are known to change somewhat merely by exposure to the U.S., but this change is most often described as increased differentiation and sophistication rather than fundamental reversal.⁴³

If we take as an objective to bring trainees to understand U.S. foreign policy, what are our chances of success? Some common outlook is to be expected, since most trainees come from U.S. allies. But it has been suggested that a clearer understanding of the U.S.'s system and ideals might lead Navy FMTs to favor the positive goals of U.S. foreign policy as well as its defense goals.⁴⁴ Senators investigating the effects of

Footnote 41 (continued) it was learned that satisfaction with training was definitely linked to utilization of training. Albert E. Gollin, The Transfer and Use of Development Skills: An Evaluation Study of U.S. Technical Training Programs for Participants from Underdeveloped Areas, Prepared under Contract AIDC-1891 for the Office of International Training, Agency for International Development (Washington, D.C.: Bureau of Social Science Research, Inc., 1966), p. 237.

⁴²Gullahorn and Gullahorn, op. cit., p. 42.

⁴³Cormack, op. cit., p. 63.

⁴⁴"It is assumed that if the foreign trainees, particularly the officers, leave the United States with a better appreciation of our political and economic system and our democratic ideals, they will be favorably disposed to U.S. foreign policy objectives," Chief of Naval Operations, OPNAVINST, 4950.31, 8 March 1965, p. 1.

U.S. training on Latin American officers (of air and land as well as Naval forces) have been inclined to agree:

Military officers who have been trained in the United States are among our staunchest supporters. They are a strong anti-Communist core.⁴⁵

While we carefully looked for evidence that military force was serving as a deterrent to democratic processes, our conclusions are to the contrary...The United States of America -- our democratic government, our mode of life -- makes a deep impression upon those who see us at work as we really are.⁴⁶

Research results are not so optimistic.⁴⁷ Morris and Wedge independently concluded that visitors were primarily loyal to the policies of their home countries and tended to approve of U.S. policy where it backed up the positions of their own governments. Thus Morris found that Europeans, who were critical of the U.S. in some matters, tended to approve our foreign policies when they resembled the policies of their own countries.⁴⁸ As Wedge put it, U.S. policies tend to be seen "not in full perspective, but in terms of peculiarly local interests,

⁴⁵Quoting Senators McClellan, Mansfield, Smith, Bible and Hruska, in Hovey, op. cit., p. 68.

⁴⁶Quoting Senators McGee, Moss Engle and Young, in Ibid., pp. 68-69. It is worth noting that the Department of State found its Latin American grantees also approved the U.S. political-economic system: Winning the Cold War, pp. 485-86. But if John J. Johnson is correct in his assessment of the rise of the Latin American middle classes, then the attitude of their military might be taken more as a reflection of their class-related interests and less as conversion brought about by exposure to the U.S. model.

⁴⁷There appears to be no typical foreign visitor's view of U.S. foreign policy. Morris found students divided three ways on the question of whether U.S. policy was penetrating, naive, or somewhere in between (p. 126). Selltitz and Cook found students moderately approving, but expressing great reservations. It was common to see U.S. policy as aimed at stopping the spread of communism, but evaluations of this policy varied. It was common to see the U.S. as having, in part, altruistic goals, though some students were inclined to see the U.S. as having primarily exploitative goals. (Claire Selltitz and Stuart W. Cook, "Factors Influencing Attitudes of Foreign Students Toward the Host Country," The Journal of Social Issues, XVII, 1 (January, 1962), p. 10). Morris noted that the lengthier stay does not seem to correlate with increased favorableness (op. cit., p. 168).

⁴⁸Morris, op. cit., p. 72.

sensitivities and viewpoints."⁴⁹ Thus an attempt to win trainees' favor should be approached on a country-by-country basis. This suggests that the appropriate literature and perhaps briefings on foreign policy might better be supplied by the Department of State or the U.S. Information Agency, either before the trainee leaves his own country or while he is in Washington, D.C., thus sparing the Information Officer the task of becoming expert in the foreign policy objectives of all of the countries that send trainees to his post.

Two related objectives were isolated from the stated policy of creating "strong confidence in American power and purpose." One, impressing trainees with American military strength and Naval capabilities, does not seem likely to present a problem, since that strength and capability is physically evident at many posts. The other objective, convincing the trainees that U.S. foreign policy goals are actively pursued, presents more of a problem, and probably the language in which these goals are expressed adds to the confusion. The trainee who is predisposed to see U.S. policy as either exploitative, altruistic, or naive may simultaneously see it as actively pursued, of course, but of more interest is the trainee who honestly has moments of doubt about whether the U.S. intends to keep its verbal or treaty promises to his country. He can find evidence in U.S. history and the mass media for shifts in U.S. foreign policies. It may not be possible -- or desirable -- to reassure him that our commitments are stable, especially if another objective is to convince him U.S. policy responds to the desires of the citizenry. He may be partially reassured by the opinions of the people he meets, since face-to-face communication is thought to be particularly persuasive.

In sum, available evidence as to the extent to which we can modify FMTs' attitudes toward U.S. foreign policy is somewhat contradictory. The State Department may wish to take advantage of the presence of trainees in Washington to explain the U.S. position; what trainees think of U.S. foreign policy would be an interesting topic for investigation.

⁴⁹Wedge, op. cit., p. 36.

5. Presenting U.S. Institutions as Models for Nation-Building

Our interest in the defensive strength of foreign countries inevitably involves us in "nation-building" in many of the countries receiving military aid. "Nation-building" is used here to mean developing the economic and administrative basis for a self-supporting, stable country and the public health, educational and other social facilities required for the population of such a country. FMTs from Asian countries represent a third of the Navy's foreign trainees; similarly, the U.S. has an interest in the political stability and economic development of African and Latin American countries, which also send trainees to Navy schools. Altogether about three-quarters of the foreign trainees in Navy schools come from countries where the U.S. has some active concern with domestic development. Each of these countries has unique problems of development (often connected with very rapid changes), and nation-building projects must be tailored to the needs of each; nonetheless, some generalizations can be made about the probable impact of a U.S. experience on visitors in regard to nation-building.

Implicit in the Information Program is the objective of presenting certain U.S. institutions as models for guiding development in other countries. U.S. culture may be thought of as providing a generalized, if not always homogeneous, model for the FMT. Exposure to specific institutions and features of American culture may be guided to our mutual interest in spite of the difficulties in transplanting aspects of one culture into another.

U.S. prosperity may prompt visitors to look for its causes and thus interest them in U.S. institutions. Beals and Humphrey found that Mexicans, who had been basically antagonistic toward foreign capital investment, in the course of their stay came to believe that under proper safeguards "investments that will strengthen and help develop the national economy" are beneficial.⁵⁰ A State Department-sponsored study, mentioned earlier, showed that Latin Americans particularly

⁵⁰Beals and Humphrey, op. cit., p. 95.

admired our educational, political, and economic systems.⁵¹ It has also been noted that those who anticipate having some political power are likelier to learn from models because they are more alert for ideas.⁵²

Possibly Navy escorts could increase the pertinence of U.S. institutions as models by fitting each tour to development in the home countries of particular trainees. Further, U.S. models could be made more relevant if trainees' countries helped guide them to examine particular aspects of U.S. culture in connection with tasks they would be assigned upon their return. This would involve the home country in the Information Program, in itself desirable.

An announced objective of the Information Program is "to promote... an understanding of the role of the armed forces in a democratic society." However, the U.S. actually seems to have two concurrent and not necessarily consonant policies: (1) presenting the nonpolitical military of the U.S. as a model for the trainees' countries,⁵³ and (2) suggesting to the trainees ways in which their military forces could contribute to social, political, and economic progress in their countries,⁵⁴ since the military in developing countries tends to be more progress oriented than the population.⁵⁵ These two policies can be made consonant within a view of "evolutionary development," which may promote a major involvement of the military in development for the immediate future while at the same time holding up the nonpolitical military as an ideal.

A related point -- really beyond the purview of this paper -- is worthy of mention. This is concerned with the models or impressions the trainees may gather from exposure to the training itself. The

⁵¹Winning the Cold War, p. 486

⁵²Melvin Seeman, "Alienation, Membership and Political Knowledge: A Comparative Study," Public Opinion Quarterly, XXX, 3 (Fall 1966), 366.

⁵³Winning the Cold War, p. 1032.

⁵⁴Jordan, op. cit., p. 58.

⁵⁵"Remarks of Dr. Morroe Berger," in Proceedings of the Symposium of the U.S. Army's Limited War Mission and Social Science Research., ed. William A. Lybrand (Washington, D.C.: Special Operations Research Office, 1962), p. 182. See also Hovey, op. cit., pp. 179-80.

content of the technical training oriented toward equipment would be consistent with a non-political Navy orientation. However, if foreign naval personnel are to use the U.S. Navy as a model some elements of which are to be transplanted into their own navy, the sheer job of transplantation, as well as the work of maintaining sophisticated weaponry, could in itself detract from implementation of the use of their naval forces in a nation-building role. The U.S. Navy is a highly sophisticated fighting force designed to protect a developed country from other highly sophisticated fighting forces. It can be argued that FMTs who take our Navy as a model will want modern weaponry -- and, in fact, much of the present training program is intended to train them to handle modern weaponry. The expense, the training required for efficient operations and the maintenance requirements of such weapons (some not completely satisfied in the U.S. Navy) would then orient foreign navies more toward traditional navy missions; time, thought, and resources would likely be allocated to satisfying this requirement rather than that of nation-building.

This immediately poses questions as to the content of the training itself which cannot be answered in this paper. It is at least possible that the concept of training foreign naval personnel might give stress to the training in skills necessary to the support of civil activities that the FMTs home government intends to undertake. This is consistent with the civic action programs encouraged by the U.S., which are oriented toward building an image of the military as an instrument to serve the people.

Assessing the impact of the U.S.'s stated effort to interest trainees from developing nations in democracy and in economic development, the few analysts who have written on the subject are skeptical.

The idea that the military is an agent of development has not become a pervasive outlook in these military programs, except in the case of South Vietnam.⁵⁶

Even here, while the nation-building idea is frequently stated, implementation is often slow and difficult and needs more specific guidance.

⁵⁶Janowitz, *op. cit.*, p. 97. See also Hovey, *op. cit.*, pp. 179-80, and William Y. Elliott (ed.), Education and Training in the Developing Countries: The Role of U.S. Foreign Aid (New York: Frederick A. Praeger, 1966), p. 192.

More active interest in using U.S. training to involve FMTs in economic development should be concerned with training in concept and method. The concept of the military as serving the people is critically important. Given this, stress may be placed on training in skills necessary to support civil activities that the FMT's home government intends to undertake. (Here again, coordination between U.S. Navy and home governments is required.)

Development activities suitable to foreign naval and marine forces could include training in technical skills required in operations of elements of the maritime economy, new methods of fishing and farming the ocean floor, improvement of waterborne transport facilities, harbor facilities, and so forth. They could include emphasis on the use of foreign navies in police, border patrol and coast guard roles. This could involve roles in enforcement of laws or local customs, showing a government presence via civic action, carrying mail, etc., thus preventing development of dissatisfaction toward government and stimulating support of government at home. Local navies could operate along sea and river boundaries to help suppress insurgent infiltration, to provide shoreline disaster relief and rescue, etc. Finally, such naval forces could communicate government intentions and support to the civil populace of their own country.

To what extent these kinds of training are currently promoted is not evident in public sources. Some civil affairs and civic action courses are being given; at present most training appears to be connected with more conventional naval activities. A fundamental study of the most effective roles of navies of developing nations, which would then determine how present training supports such roles, would seem in order.

IV. FRAMEWORK FOR FURTHER ACTION AND STUDY

On the basis of this preliminary investigation of the Navy's Foreign Training Program, it appears that relevant research is of two general kinds. One kind would evaluate the workings of the present program to determine whether certain objectives are actually being met; the other would seek information upon which to base efforts designed to meet objectives. In practice, both kinds of research can be conducted simultaneously.

In some cases, civilian sojourn research has already provided information upon which actions might be based in pursuit of specific objectives. The outline below lists suggestions for both procedures and additional research.

1. The Predeparture Period: Laying the Groundwork

The need for a country-specific approach to many of the objectives proposed -- combined with the difficulties of attempting such an approach in the mixed group characteristic of the training situation -- suggests that the trainee's home country may be the ideal scene for both research work and extensive orientation.⁵⁷

Objectives. Objectives which can be pursued in the predeparture period include:

- (1) correcting preconceptions and misperceptions;
- (2) laying bases for understanding the U.S. system, values, etc.;
- (3) providing for future personal adjustment through orientation;
- (4) ensuring satisfaction with training by ensuring that the planned program is suitable for the trainee and for the needs of his country.

⁵⁷Gollin, *op. cit.*, p. 230, points out that AID misses a number of opportunities in the predeparture period.

Policy. Decisions which should be made at this time include:

- (1) What specific kinds of training courses are to be taken by trainees from this particular country?
- (2) What nation-building projects, if any, are feasible? Where the training involves nation-building projects, the U.S. government and the home country government may seek Navy's advice on whether the project is feasible. MAAGs may influence the decision by pointing out opportunities for increasing the local navy's capability for nation-building activities.
- (3) What type of observation tour would be appropriate? The U.S. should consider whether to invite foreign officers for an observation tour in a particular area of interest.

Capability. MAAGs provide the key U.S. personnel at the predeparture stage; their capability might be increased.

- (1) MAAG personnel are in a position to become expert on local attitudes, values, and preconceptions. Pursuing these areas could be encouraged and might be emphasized in their training.
- (2) Specialists in cultural matters might be attached to MAAGs in key countries, especially where additional instructors would be required for expansion of programs suggested below.
- (3) Expansion of orientation might include cultural orientation materials⁵⁸ and literature on comparative politics and economics, for trainees. To increase credibility, U.S. official publications might be rejected in favor of local or unofficial literature.

⁵⁸The AID conference mentioned earlier suggested providing pamphlets with detailed information on the stresses and strains which foreigners from specific cultures may find in the U.S., similar to pamphlets already provided for Americans going abroad (Bureau of Social Science Research, *op. cit.*, pp. 47-48). They also stress the value of providing opportunities for person-to-person discussion of anticipated problems. Some Navy commands already forward literature to MAAGs which includes instructions on formal manners, dress, and common customs at posts. The implication of research, however, is that visitors may need the kind of cultural information noted in Edward T. Hall's The Silent Language (1959) -- information on culturally expected behavior between classes, sexes, age groups and with regard to such matters as time and space. Some of this kind of information already appears in some orientation literature. One pamphlet notes that it is proper to appear at any time during a cocktail party but it is improper to be late for dinner.

(4) Expansion of orientation personnel to include returned military trainees and other local people who have travelled in the U.S. would have certain advantages. These people could sensitively discuss anticipated problems with trainees and they would be credible sources of information.

Action. Orientation could be based on the known preconceptions of the trainees and aimed at increasing understanding of certain aspects of the U.S. and adjustment to the U.S. It could stress U.S. manners, values, political assumptions, and decision-making processes, and would include information about the general informality of Americans, noting that home hospitality is not unusual (to lower likelihood that trainees will misinterpret it); orientation should also inform trainees of the probable psychological reactions to a foreign environment, such as culture shock, culture fatigue, etc.

It has been suggested that the Information Program begin during the predeparture period. Social contacts with U.S. personnel prior to the trip, where needed "to prepare individuals for associations in the United States," and assistance in English language training, using available home-country facilities or those of the USIS, have also been suggested for this period.⁵⁹

Research. Research that could be conducted in each home country prior to departure of trainees includes:

(1) Research necessary for the home country and the U.S. to agree on projects which might be undertaken in connection with naval operations in nation-building.

(2) For improving the predeparture orientation part of the Information Program, research addressed to the following questions:

(a) What are the trainees' preconceptions about the U.S. before and after orientation? (This would be compared with similar study after U.S. training.)

(b) What are the typical views of the U.S. held by citizens of this country? Does the military share these views?

⁵⁹ Winning the Cold War, op. cit., p. 1034.

(c) What American customs, norms, and attitudes might be confusing to a typical trainee of this country? Especially, which might cause him trouble?

(3) There should be continuing study of how prescribed procedures are carried out by MAAGs and how procedures need to be amended or capabilities increased in order to improve the program.

2. Acclimation and Orientation in the U.S.

While the visitor's initial encounter with a new culture may be confusing and frustrating, especially if there is a language barrier, this period is not usually stressful.⁶⁰ Present Navy instructions calling for U.S. navy men to greet visitors, to assist in finding housing for their families, to provide sponsors, etc., are all calculated to eliminate the possibility of unpleasant arrival experiences in the U.S. At many posts the foreign trainees receive orientation with American classmates. No further action is recommended here, unless a need for it should be revealed by related research.

Objective. To ensure personal adjustment of trainees to the U.S.

Research. Research might address itself to the administrative question: are present procedures satisfactorily executed, and do they succeed in reducing frustration and confusion? Interviews with trainees in the U.S. might be adequate to reveal acknowledged grievances as well as unadmitted states of depression and frustration.

Experiment. Foreign navy men destined for certain posts requiring inter-cultural skills might be included in cross-cultural training courses designed for Americans going abroad. If this experience proves beneficial it could be regularized.⁶¹

⁶⁰ Cora Du Bois, Foreign Students and Higher Education in the United States (Washington, D.C.: American Council on Education, 1956), p. 67.

⁶¹ See Loubert, op. cit.

3. The Training Period

The principal suggestion offered here is that some objectives during this period be specific to certain countries and that others, though relevant to all the trainees, be pursued on a country-by-country basis.

Objectives. Most program objectives would be pursued during this period, including the following possibilities:

- (1) to further FMTs' understanding of the values and premises held by Americans and the workings of the American political, social and economic system.
 - (a) to present information about the U.S. in a credible way;
 - (b) to allay misperceptions of the U.S.;
 - (c) to present material that will be interesting and useful to the trainees;
 - (d) to further the FMTs understanding of U.S. norms, culture, and manners;
- (2) to avoid subjecting trainees to feelings of status deprivation -- i.e., to further positive sentiments toward the U.S.;
- (3) to increase satisfaction with sojourn;
 - (a) to provide opportunity for trainees to extend their professional contacts with American colleagues and with professional organizations;
 - (b) to provide opportunities for trainees to make social contacts with Americans;
- (4) to bring trainees to understand U.S. foreign policy;
- (5) to further nation building;
 - (a) to promote certain U.S. institutions as models for guiding development in other (specific) countries;
 - (b) to suggest to trainees ways in which their military forces could contribute to social, political, and economic progress in their countries.

Policy. Most of the above objectives are either implicit in formal policy or pursued incidentally in the course of training. The

exceptions, noted below, would be pursued during this period if the following decisions were made:

- (1) The Department of State might choose to take advantage of the presence of these trainees on U.S. soil to explain to them certain aspects of U.S. foreign policy.
- (2) The home countries of trainees might wish to increase the salience of U.S. models presented in the Information Tours by deciding which institutions were to be shown to their trainees, or by sending particular trainees to observe models relevant to their future work.

Capability.

- (1) The Department of State or the U.S. Information Agency might need to supply personnel for foreign policy orientation lectures, which might be presented during the Washington, D.C. tour.
- (2) Information Officers might benefit from culture training, briefings that consider the trainee's preconceptions, manners, etc.
- (3) Information Officers might welcome guidance that selects objectives and explains approaches on a country-specific basis. Guidance should also consider problems of communication of American concepts and vocabulary to FMTs.

Action.

- (1) Efforts to increase trainees' understanding of the U.S. which might appear to be manipulation should be avoided.
- (2) Increased effort at arranging for trainees to make professional contacts is called for where careers are thereby benefited.
- (3) If nation-building is the objective of certain observation tours, those tours should stress activities suitable to naval action in specific nations.
- (4) Any attempt to influence trainees on any issue -- such as U.S. foreign policy -- should be approached on a country-by-country basis.

Research. The following research can be conducted during training, though some repetition of research after the trainee's return home might be called for.

(1) Preliminary research for improving informational tours would ask such questions as:

- (a) What is believed and what is not believed by trainees? That is, do trainees tend to dismiss certain categories of information?
- (b) Is there any pattern to the way in which certain types of information are interpreted?
- (c) What is and what is not retained?
- (d) What do trainees say they find most interesting?
- (e) How does national origin affect answers to any of the above?

(2) During research for improving guidance, training and information officers might be asked:

- (a) Does present guidance adequately help them to deal with trainees' questions or misunderstandings?
- (b) Do they desire more information on problems of trainees from specific areas?
- (c) Do semantic difficulties interfere with communication?

(3) Exploratory interviews with trainees during tour might ask:

- (a) Trainee opinions on home hospitality (whether the hospitality program needs improvement and/or whether trainees need better preparation for it).
- (b) Trainee opinions on U.S. foreign policy (in general and on specific issues). The purpose would be to determine whether present opinions create an unfavorable climate for U.S. alliances.
- (c) Interviews with long-term trainees might reveal a period of difficulty corresponding to culture fatigue (discussed earlier). If significant, such conditions might call for a special program at this period -- perhaps scheduling the Washington tour for this time.

4. The Prereturn Period

This report has no suggestions to offer concerning the period just prior to the trainee's embarkation for home. Present Navy procedures,

such as farewell activities, graduation certificates, and time off for tourism prior to departure, may mitigate the negative feelings expected of trainees at this period. It is suspected that research would reveal that these negative feelings are insignificant for most trainees, anyway; because of the short length of their stay in the U.S., they probably have no serious re-entry problems.

5. Reinforcing the Impact of U.S. Training in the Postreturn Period

The principal recommendation of this report regarding this period is that research be performed in order that the whole training program be improved and its impact better understood.

Action. In order to ensure long-range satisfaction with the U.S. tour as well as to justify training in U.S., the MAAGs need to continue the policy of ensuring that training in the U.S. is used. Some MAAGs already build on U.S. training experience: in Southeast Asia, according to Amos Jordan's survey, "MAAG officers generally agree that the offshore-trained person is more receptive to continued military advice and suggestions than his colleagues."⁶² AID also found that continuing contact with American experts increased utilization of training.⁶³ An expansion of alumni and MAAG policies promoting contact with Americans might promote both military and non-military objectives of the Foreign Training Program.

The following subjects could be investigated through interviews with trainees and MAAGs.

- (1) Are MAAGs successful in encouraging use of training?
- (2) Is the trainee in touch with his U.S. training school, with American friends, or with U.S. officials?
- (3) Was the trainee over-trained or under-trained? Does he feel that his U.S. experience aided him in his career? Does the MAAG agree with his estimation?

⁶²Jordan, op. cit., p. 59.

⁶³Bureau of Social Science Research, Inc., op. cit., p. 66.

(4) In connection with the Information Program:

- (a) What do trainees remember of the tours?
- (b) What do they think was particularly interesting or inspiring in their U.S. experience?
- (c) Have they found any use for information acquired in the program?
- (d) What attitudes appear to have changed?
- (e) What caused the change?
- (f) What misinterpretations of the U.S. are apparent?

Research. Many scholars believe that the long-range impact of training in the United States is best studied after the visitor has completely readjusted to his own society -- about two years after his training tour. A survey conducted at this time might enable Navy planners to evaluate and improve the Navy's Foreign Training Program.

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APPENDIX

(The following is taken from Appendix 4 of OPNAVINST 4950. 1D CH-1, dated 14 December 1966. It generally follows the pattern of earlier instructions on Informational Program procedures.)

Informational Programs at Training Establishments

A. Commanders will devise a comprehensive and integrated Informational Program for FMT (Foreign Military Trainees) and Visitors in the United States which will carry out the provisions of this Instruction including, where practicable, but not necessarily limited to, the following:

1. Courteous reception.
2. Precourse acclimation.
3. Academic, student and civilian sponsors.
4. Special presentations by visiting civilian speakers.
5. Visits to community points of interest, regional centers, and Washington.

B. The following topics are recommended for coverage in the Informational Programs of the separate installations.

1. U.S. Government Institutions: local, state, and national governments; relationships between them; principle of checks and balances and its effect upon executive initiative.
2. The Judicial System: the Federal and State judicial systems and doctrine of judicial review; constitutional and legal status of the Armed Forces, with emphasis on their nonpolitical character.
3. Political Parties: American political parties and electoral procedures; the role of the opposition in a two-party system.
4. Press: role of free press and other communications media.
5. The Diversity of American Life: the geographic, ethnic, religious, and social diversity of American life; how recent technological changes and urbanization processes are affecting this historic trait.

6. Minorities: minority groups in the United States, with reference to recent progress in applying American ideals to the Negro and the current steps underway to improve his opportunities.

7. Agriculture: the factors underlying agricultural productiveness; the changing life and role of the farmer today.

8. Economy: the national economy, diversity of industrial and business enterprises; role of government; role of private and commercial credit.

9. Labor and Labor-Management Relations.

10. Education: purpose and range of secondary and higher educational institutions; relationship between education and a responsible citizenry.

11. Public and Social Welfare: the care of the indigent, particularly the sick and aged; assistance to the underprivileged; unemployment benefits; the Social Security system.

C. Listed below are appropriate field trips which might be scheduled for foreign trainees to acquaint them with various aspects of American life, and which fit into the framework of the Informational Program topics listed above.

1. Local Governments: Commanders should bring foreign trainees in contact with agencies and principal personnel of local government at the city, township or county level at the earliest opportunity. This may best be accomplished when foreign trainees are formally presented to local officials. One purpose of such an introduction is to make a point many, if not most, foreigners misunderstand, that is, local government officials are locally elected and responsible, within broad limits, to local people rather than to the central authorities.

2. State Government: At some time during their stay here, as many foreign trainees as possible should be taken to the state capital to be presented to the Governor and other state government officials and to have an opportunity to observe selected operations of the state government. One purpose of this visit, like those outlined above, is to stress the separateness of state governments and the independence of governors and legislators. Where possible, the state Supreme Court should be included in such visits.

3. The Opposition: On the occasion of the above mentioned visits, if convenient, or at other times,

commanders should arrange for foreign trainees to meet and talk with leaders of opposition parties, preferably office holders rather than party workers. Such a visit should be designed to show trainees the nature of the "loyal" opposition in this country, that its leaders perform official duties and have official status and that the parties in power and opposition are in fact more united than divided on most of the basic problems facing American society.

4. The Political Party System: An understanding of the "grass roots" character of American party organization is best gained by bringing foreign trainees in touch with representatives of one or the other party -- sometimes with both -- to give them some idea of the problems of local party organizations, or means by which candidates are chosen, of the use of publicity and other means to convince voters and of the relationships between local and national party organizations.

5. The Newspaper, Press, Radio and TV: As a free press is one of the American institutions some foreigners find most difficult to understand, visits to newspaper editorial offices should be arranged in order to underline how a free press works and the ways in which editors and publishers define for themselves their responsibility to the public. Radio and TV stations and the printing plants of newspapers are interesting from a technical point of view but do not make this point quite as firmly as will acquaintance with the editorial and newsgathering functions of a newspaper.

6. Minority Groups: foreign trainees who interest themselves in the affairs of American minority groups should be put in touch with responsible leaders of minorities in order to give the trainees an idea of the goals of minority groups, as well as of their programs and procedures.

7. Farms: Commanders should arrange tours to modern "scientific" farms to show foreign trainees the character of American agriculture. In such trips, it may be advisable to match the interests and regional background of trainees with certain specialized types of farming operations in the vicinity. Especially worth underlining in such visits are marketing procedures, a farmer's credit facilities, and the question of the kinds of aid which farmers receive from Federal, state and other agricultural services in combatting pests and diseases, controlling breeding stock, etc.

8. Agricultural Experiment Stations: Such trips will permit trainees to view development of new and hybrid plants, animal and fish stock, experiments in controlling local soil conditions, pests and diseases, etc.

The financing of the station and the means it uses to make information available to farmers are worthy of emphasis.

9. Business and Industry: the following four kinds of trips are designed to suggest the scope and diversity of American business enterprise:

a. Visits to industrial enterprises should be designed to give foreign trainees an idea of the range of different kinds of industrial enterprises in the American "mixed economy", including Government-operated dams and hydroelectric institutions, local affiliates of large national corporations and smaller locally-owned industries. Among other matters which company officials should be encouraged to discuss are: the relations between ownership and management of the company; management-union relationships; decision-making procedures in the fields of product research and development; production scheduling; marketing and cost controls; and character and effect of governmental controls over operations.

b. Visits to banks, savings and loan associations, FHA offices and agricultural cooperative credit facilities will underline the range and ease of credit facilities available to the average American.

c. Visits to local brokerage houses and discussion with brokers will emphasize the principles on which American financial investment is based and the procedures through which it is undertaken.

d. Visits to large transportation centers for rail, air, water, truck or pipeline will give trainees an opportunity to discuss the problems of management, maintenance, scheduling, and inter-connection with transport officials.

10. Labor Unions: In addition to putting interested foreign trainees in touch with local union officials where appropriate, tours to regional and national union headquarters will serve the useful purpose of emphasizing the scope of such organizations, the objectives of their leadership and their political and financial independence. In addition, foreign trainees should be introduced to plant union officials during visits to industrial plants where that seems indicated.

11. Schools and Colleges: Visits to nearby schools and colleges should be undertaken to show foreign trainees classes, laboratories, research facilities, extension course programs, agricultural experiment stations and, where available, cultural activities such as symphony performances, drama workshops, etc. "Area study programs"

where they exist, will be of special interest to foreigners. Such visits should seek to underline the role of our schools and universities -- to teach and learn, not to function as political instruments -- and to show the diversity of our educational institutions, including privately-endowed colleges, state or city colleges, land grant universities and church-affiliated institutions. Visits to high schools may also be useful.

12. Housing Developments: Visits to model homes, apartments and publicly supported housing developments designed for low and middle income groups will be of particular interest to foreign trainees.

13. Historic Sites and National or State Parks: In such trips emphasis should be laid on battle field parks of our various wars to underline the care we have taken to preserve and commemorate the military side of American history.

14. Sporting Events: Visits to baseball and football games, golf matches and other sporting events such as rodeos, regattas, horse and automobile races will show the trainee the multiplicity of American athletic interest.

15. Public and Private Welfare Agencies: Visits to public health agencies, clinics, welfare agencies, national and state employment services, a local Social Security Office, Red Cross, Community Chest, etc., will give the trainee an overall picture of the welfare facilities available in this country.

16. Churches and Religious Institutions: Trainees should be given a balanced picture of the role that religion and churches have played in American history and attitudes, and should have an opportunity, as appropriate, to visit churches of various religious denominations.

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13. ABSTRACT		
<p>This report, one of a series by HSR focussing on U.S. Navy activities involving communication with foreign nationals, describes the Navy's current Foreign Military Assistance Program, Training, discusses the programs stated or inferred nonmilitary objectives, highlights particular problem areas in the training of Foreign Military Trainees (FMTs), and makes recommendations for further action and study.</p> <p>A primary conclusion of the study is that there is a need for systematic study to better evaluate methods and procedures of exposing FMTs to U.S. culture and the effects of such exposure in all steps of their training experience and after their return home. Accordingly, recommendations are presented for present actions and future research that would be necessary to fully evaluate the effectiveness of the training program.</p>		

DD FORM 1473
1 JAN 64

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14.	KEY WORDS	LINK A		LINK B		LINK C	
		ROLE	WT	ROLE	WT	ROLE	WT
	Foreign Military Trainees Navy Military Assistance Program Training Predeparture Preparation Reception and Acclimation Credibility Misperceptions and Preconceptions Training and Guidance of U.S. Personnel Increasing Trainees' Satisfaction with their Stay in the United States General Adjustment Social Contacts Career Advancement Modifying Attitudes toward U.S. Foreign Policy Promoting U.S. Institutions as Models for Nation Building						

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